



206
07/28

THE CITY OF SAN DIEGO

OFFICE OF THE INDEPENDENT BUDGET ANALYST REPORT

Date Issued: July 25, 2008

IBA Report Number: 08-86

City Council Docket Date: July 28, 2008

Item Numbers: 203, 204, and 206

Preliminary Statements of Work

OVERVIEW

On July 28, 2008, the City Council will be requested to review and approve the Preliminary Statements of Work (SOW) for Dead Animal Removal Services (Item 203), Container Services (Item 204), and Street Sweeping (Item 206).

A Preliminary Statement of Work includes service specifications and serves as the foundation of the Statement of Work that will be developed as part of the Request for Proposal.

The following provides a basic overview of the current process:

- A pre-competition assessment is performed upon completion of a function's business process reengineering (BPR) study. The pre-competition assessment makes a determination on whether a function is appropriate and eligible for competition. Criteria utilized to make this determination include evaluating whether the function is inherently governmental, legal limitations, risk analysis, availability of alternatives, and efficiency/economic gains.
- If a function has been deemed appropriate and eligible for competition, a statement of work and subsequently request for proposals are developed.

The current process does not allow Council input until the final determination of whether to accept or reject the Mayor's recommendation on whom will provide the service. In the past months, concerns have been raised on the lack of involvement the City Council is afforded in the current process.

As mandated by the City Charter, City Council is responsible for ensuring that service quality is maintained. To accomplish this, the IBA has proposed (Item 151 on the July 28, 2008 docket) to ensure Council's policy role to maintain service quality by requiring the Preliminary Statement of Work be reviewed and approved by the City Council. The

Office of Independent Budget Analyst

202 C Street, MS 3A • San Diego, CA 92101

Tel (619) 236-6555 Fax (619) 236-6556

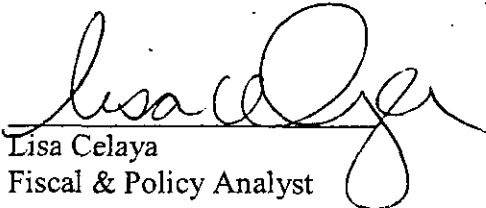


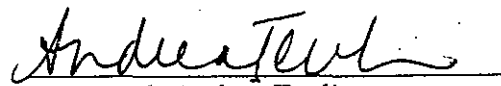
Preliminary SOW includes service specifications to outline the level of service that will need to be performed, whether via city employees or an outside vendor. This information reflects the current level of service that is being performed by city forces given their level of funding. Also, the Preliminary SOW will form the foundation of the Statement of Work that will be developed and included in the Request for Proposals. Service levels can not change between the Preliminary and Final SOW.

Given that the preliminary SOW identifies service levels based on current funding levels, as reflected in the adopted budget, this Council review is not an opportunity to increase service levels if that were to be desired. Rather, this step is to ensure that existing service levels are well documented and approved by the legislative body and that service levels provided through competitive procurement will not result in reductions.

It should be noted that the request to approve the Preliminary Statements of Work coincides with the request to amend the managed competition ordinance. Although the regulation will not be effective until its second hearing in September, the Mayor's Office has followed the intent of the new requirement and is asking Council for their approval. The existing process does not require the Mayor's Office to seek Council approval of the Preliminary Statements of Work. The Chief Operating Officer (COO) has committed to following all of the recommended changes to the managed competition process for the three Preliminary SOWs.

Based upon our review of the Preliminary Statements of Work for Dead Animal Removal, Container Services and Street Sweeping, as well as the COO's commitment to apply the proposed ordinance changes to all three processes, the IBA recommends City Council approval.


Lisa Celaya
Fiscal & Policy Analyst


Approved: Andrea Tevlin
Independent Budget Analyst



THE CITY OF SAN DIEGO
REPORT TO THE CITY COUNCIL

DATE ISSUED: July 18, 2008

REPORT NO: 08-112

ATTENTION: Honorable Council President and Councilmembers
Docket of July 28, 2008

SUBJECT: Preliminary Statement of Work for Street Sweeping

REFERENCE:

REQUESTED ACTION:

Approve the Preliminary Statement of Work for Street Sweeping.

STAFF RECOMMENDATION:

Accept the Preliminary Statement of Work for Street Sweeping to serve as the foundation of the Street Sweeping Statement of Work.

SUMMARY:

The City of San Diego is committed to delivering quality services to taxpayers, residents, and visitors in the most economical and efficient means possible. This commitment can also be expressed as delivering services through "competitive government," defined as government with processes in place to validate that service quality and costs are comparable to those offered by any legitimate available provider.

Managed competition provides a structured, transparent process that allows an open and fair comparison of public sector employees and independent contractors in their ability to deliver services to our citizens. This strategy recognizes the high quality and potential of public sector employees and seeks to tap their creativity, experience and resourcefulness by giving them the opportunity to structure organizations and processes in ways similar to best practices in competitive businesses.

A Preliminary Statement of Work is the first step in the managed competition procurement process. The Preliminary Statement of Work documents service specifications and is presented to the City Council for consideration and public comment to assure all parties that no degradation of service levels will occur as a result of the competition. Once approved, the Preliminary Statement of Work forms the foundation for the complete Statement of Work which will be included in the solicitation. The

attachment provides the Preliminary Statement of Work for the Street Sweeping function for consideration by the City Council.

FISCAL CONSIDERATIONS:

None.

PREVIOUS COUNCIL and/or COMMITTEE ACTION:

None.

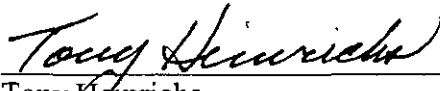
COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

The managed competition program was initiated with the citizens of the City voting to approve Proposition C in November 2006. Staff has spent considerable time working with the labor unions (AFSCME Local 127 and MEA) to receive input on program plans. In addition, we have established a Labor Advisory Committee to facilitate continued work with the unions.

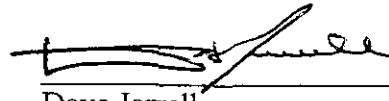
With the passage of Proposition C and the amendment/addition of subsection (c) to City Charter section 117, the Managed Competition Independent Review Board was established to advise the Mayor on whether the proposal of City employees or that of an independent contractor will provide services more economically and efficiently while maintaining service quality and protecting the public interest.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

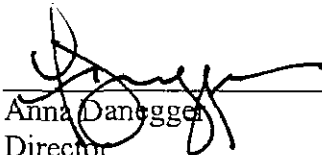
Given that the competition has yet to take place, it is premature to speculate on precise impacts. However, key stakeholders in this process are City employees, the City's recognized labor unions and the residents and visitors of the City of San Diego.



Tony Heinrichs
Director
Storm Water Department



Dave Jarrell
Deputy Chief Operating Officer
Public Works



Anna Danegger
Director
Business Office



Jay Goldstone
Chief Operating Officer

Street Sweeping Preliminary Statement of Work
July 11, 2008

Background

Street sweeping is an effective method of removing pollutants, litter, leaves, dirt, sand, debris and metal particles from the roadside of paved roadway surfaces. The City of San Diego performs street sweeping of its street network of 2,700 miles of paved streets. The street sweeping program provides motorized sweeping of paved streets in addition to sweeping for special events, as requested at various City facilities, and sweeping approximately 28 miles of bike paths.

Street sweeping is one of the City's Best Management Practices (BMP) for controlling and improving water quality. Annually, street sweeping removes approximately 4,400 tons of debris from the streets and disposes the debris in the landfill, thereby keeping it from reaching our beaches and bays. To further improve environmental quality, the City is implementing a street sweeping pilot program involving newly established routes using specialized motor sweepers. The pilot program's purpose is to determine the most favorable methods to minimize pollution and improve runoff quality. An analysis of which equipment is most effective at removing pollutants and a recommendation for the optimum sweeping frequency is anticipated in Spring 2010.

The City of San Diego intends to acquire the services of a provider (City employees or private vendor) to perform street sweeping services. These services will include:

1. Providing regular street sweeping
 - Providing, as a priority, high-frequency street sweeping for the pilot program in specified areas of the City
 - Providing monthly sweeping of all residential streets (monthly residential sweeping schedule will be provided by the service provider for informational use by City Departments and posting on the City's web site)
 - Providing sweeping of raised center medians as requested. This includes removing debris and hand sweeping center islands when motor sweeping is not possible
 - Providing monthly scheduled sweeping and clearing debris off of all bike paths
 - Providing weekly sweeping of all commercial/industrial streets (weekly commercial/industrial sweeping schedule will be provided by the service provider for informational use by City Departments and for posting on the City's web site)
 - Providing daily sweeping of high profile/priority commercial areas such as Downtown, Mission Bay and Balboa Park (a listing of streets/areas swept daily will be provided by the service provider for informational use by City Departments and for posting on the City's web site)
 - Providing scheduled sweeping (twice per week) of Mission Bay Boardwalk from Thomas Avenue to North Jetty Road

2. Providing special street sweeping
 - Providing sweeping at specified and appropriate times for special events, such as those at Qualcomm Stadium or community parades and events
 - Providing sweeping of debris after incidents such as vehicle accidents, minor fires, and water main breaks as requested by San Diego Police, Fire-Rescue, and/or other City departments
 - Providing sweeping at City facilities such as Water Department, Environmental Services Department, Park & Recreation facilities and other facilities as requested
3. Posting temporary "No Parking" signs for special sweeps at least 24 hours in advance of the sweeping
4. Delivering signs to community and/or constituent groups for their posting in advance of sweepings
5. Performing emergency response duties during inclement weather. This includes, but is not limited to, removing mud and debris blocking storm drain inlets and channels, removing fallen trees from the public right-of-way, and closing roads, placing barricades, and similar after flooding
6. Removing large debris (rocks, wood, etc.) incompatible with motorized sweepers from sweeping paths
7. Disposing of debris in a proper manner at approved sites and/or facilities
8. Conducting investigations and/or fact-findings when citations are disputed. This includes providing reports for the City's Risk Management Department, City Council, and Parking Management

Workload

Anticipated annual workload specifications for this function include:

Providing regular street sweeping	
Total curb miles swept for as part of the pilot program	9,492
Total residential street curb miles swept through monthly street sweeping	60,000
Total miles of bike paths swept/cleared	27.9
Total miles of commercial/industrial streets swept through weekly sweeping	36,000
Total miles of high profile/priority commercial areas (such as Downtown, Mission Bay and Balboa Park) swept through daily sweeping	14,000
Total miles swept on Mission Bay Boardwalk	520
Providing special street sweeping	
Hours of sweeping services provided at specified and appropriate times for special events and for Environmental Services Department, and Park & Recreation facilities	68.4
Hours of sweeping services Water Department facilities and Qualcomm Stadium	1,203.5
Number of temporary "No Parking" signs posted for special sweeps	851
Hours devoted to emergency response duties during inclement weather	1,996

Hours devoted to removing large debris (rocks, wood, etc.) incompatible with motorized sweepers from sweeping paths	2,080
Tonnage of debris disposed of	4,380

Technical Delivery Standards

The City of San Diego expects the service provider (City employees or outside vendor) to perform these services while adhering to the following technical specifications:

- Service provider shall abide by all applicable local, state and federal laws, rules and regulations.
- Global Positioning System (GPS) devices shall be installed and functional during all operations.
- Sweeping brushes shall be maintained at no less than six inches.
- All vehicles shall be kept in a clean and well-maintained condition at all times.
- When sweeping, brushes will be in the “down” position and the street sweeping vehicle will be traveling between four and twelve miles per hour.

Performance Standards

The City of San Diego expects the service provider (City employees or outside vendor) to maintain the following performance standards:

- Streets will be swept to a “good” standard. A “good” standard is defined as the absence of residue (pollutants, litter, leaves, dirt, sand, debris and metal particles) in the streets and gutters upon the completion of the sweeping operation. Street sweeping will be performed in accordance with accepted standards for municipal street cleaning to the satisfaction of the City inspector. The service provider will respond within one (1) business day when notified by the City to re-sweep unsatisfactory areas.
- Emergency “on-call” status shall be maintained 24-hours per day.
- Emergency “on-call” response shall result in a sweeper dispatched within one (1) hour during business hours and two (2) hours during off-duty hours.
- Respond to phone inquiries within one (1) business day.

REQUEST FOR COUNCIL ACTION
CITY OF SAN DIEGO

1. CERTIFICATE NUMBER
(FOR AUDITOR'S USE ONLY)

206

TO:
CITY ATTORNEY

2. FROM (ORIGINATING DEPARTMENT):
STORM WATER DEPARTMENT

3. DATE:
July 8, 2008

07/28

4. SUBJECT:

Approve the Preliminary Statement of Work for Street Sweeping services.

5. PRIMARY CONTACT (NAME, PHONE, & MAIL STA.)

Tony Heinrichs, 858/525-8528, MS 27A

6. SECONDARY CONTACT (NAME, PHONE, & MAIL STA.)

Anna Danegger, 619/236-6107, MS 9A

7. CHECK BOX IF REPORT TO COUNCIL IS ATTACHED



8. COMPLETE FOR ACCOUNTING PURPOSES

FUND			
DEPT.			
ORGANIZATION			
OBJECT ACCOUNT			
JOB ORDER			
C.I.P. NUMBER			
AMOUNT			

9. ADDITIONAL INFORMATION /

10. ROUTING AND APPROVALS

ROUTE (#)	APPROVING AUTHORITY	APPROVAL SIGNATURE	DATE SIGNED	ROUTE (#)	APPROVING AUTHORITY	APPROVAL SIGNATURE	DATE SIGNED
1	ORIGINATING DEPRATMENT	<i>Tony Heinrichs</i>	7/14/08	6	COO	<i>[Signature]</i>	7/15/08
2	DCOO	<i>[Signature]</i>	7/15/08	7			
3	LIAISON OFFICE	<i>[Signature]</i>	7/15/08	8			
4				9			
5	CITY ATTORNEY	<i>F.M. Cuthbert</i>	7-21-08				

☐ REFER TO: _____ COUNCIL DATE: _____

11. PREPARATION OF: ☒ RESOLUTIONS ☐ ORDINANCE(S) ☐ AGREEMENT(S) ☐ DEED(S)

Approve Preliminary Statement of Work for Street Sweeping services.

11A. STAFF RECOMMENDATIONS: Adopt the resolution.

12. SPECIAL CONDITIONS (REFER TO A.R. 3.20 FOR INFORMATION ON COMPLETING THIS SECTION.)

COUNCIL DISTRICT(S): ALL.

COMMUNITY AREA(S): ALL.

ENVIRONMENTAL IMPACT: THIS ACTION IS CATEGORICALLY EXEMPT FROM CEQA PURSUANT TO STATE CEQA GUIDELINES SECTION 15306 - INFORMATION COLLECTION.

HOUSING IMPACT: NONE.

OTHER ISSUES: NONE.

CITY CLERK INSTRUCTIONS: PLEASE FORWARD A COPY OF THE RESOLUTION TO TONY HEINRICH, MS 27A, AND ANNA DANEGGER, MS 9A.

000327 REQUEST FOR COUNCIL ACTION CITY OF SAN DIEGO		1. CERTIFICATE NUMBER (FOR AUDITOR'S USE ONLY) <div style="text-align: right;">206</div>					
TO: CITY ATTORNEY		2. FROM (ORIGINATING DEPARTMENT): STORM WATER DEPARTMENT					
		3. DATE: July 8, 2008					
4. SUBJECT: Approve the Preliminary Statement of Work for Street Sweeping services.							
5. PRIMARY CONTACT (NAME, PHONE, & MAIL STA.) Tony Heinrichs, 858/525-8528, MS 27A		6. SECONDARY CONTACT (NAME, PHONE, & MAIL STA.) Anna Danegger, 619/236-6107, MS 9A					
		7. CHECK BOX IF REPORT TO COUNCIL IS ATTACHED <div style="text-align: right;"><input checked="" type="checkbox"/></div>					
8. COMPLETE FOR ACCOUNTING PURPOSES							
FUND			9. ADDITIONAL INFORMATION / 				
DEPT.							
ORGANIZATION							
OBJECT ACCOUNT							
JOB ORDER							
C.I.P. NUMBER							
AMOUNT							
10. ROUTING AND APPROVALS							
ROUTE (#)	APPROVING AUTHORITY	APPROVAL SIGNATURE	DATE SIGNED	ROUTE (#)	APPROVING AUTHORITY	APPROVAL SIGNATURE	DATE SIGNED
1	ORIGINATING DEPRATMENT	<i>Tony Heinrichs</i>	7/14/08	6	COO	<i>[Signature]</i>	7/14/08
2	DCOO	<i>[Signature]</i>	7/15/08	7			
3	LIAISON OFFICE	<i>[Signature]</i>	7/15/08	8			
4				9		<i>[Signature]</i>	7/16/08
5	CITY ATTORNEY				<i>ms</i>		
				<input type="checkbox"/> REFER TO: _____ COUNCIL DATE: 7/28/08 <input checked="" type="checkbox"/> ADOPTION			
11. PREPARATION OF: <input checked="" type="checkbox"/> RESOLUTIONS <input type="checkbox"/> ORDINANCE(S) <input type="checkbox"/> AGREEMENT(S) <input type="checkbox"/> DEED(S)							
Approve Preliminary Statement of Work for Street Sweeping services.							
11A. STAFF RECOMMENDATIONS: Adopt the resolution.							
12. SPECIAL CONDITIONS (REFER TO A.R. 3.20 FOR INFORMATION ON COMPLETING THIS SECTION.) <u>COUNCIL DISTRICT(S):</u> ALL. <u>COMMUNITY AREA(S):</u> ALL <u>ENVIRONMENTAL IMPACT:</u> This activity is not a "project" and is therefore not subject to CEQA per CEQA Guidelines Section 15060(c)(3) <u>HOUSING IMPACT:</u> NONE. <u>OTHER ISSUES:</u> NONE. <u>CITY CLERK INSTRUCTIONS:</u> PLEASE FORWARD A COPY OF THE RESOLUTION TO TONY HEINRICHS, MS 27A, AND ANNA DANEGGER, MS 9A.							

(R-2009-103)

RESOLUTION NUMBER R-_____

DATE OF FINAL PASSAGE _____

A RESOLUTION OF THE CITY OF SAN DIEGO APPROVING
THE PRELIMINARY STATEMENT OF WORK FOR STREET
SWEEPING SERVICES PROVIDED BY THE STORM WATER
DEPARTMENT.


WHEREAS, in connection with the City's managed competition program, a Preliminary Statement of Work has been prepared for Street Sweeping Services provided by the Storm Water Department; and

WHEREAS, the Preliminary Statement of Work is intended to document current service levels and specifications and to form the foundation for the comprehensive Statement of Work for Street Sweeping Services to be included in a future solicitation; NOW, THEREFORE,

BE IT RESOLVED, by the Council of the City of San Diego, that the Street Sweeping Preliminary Statement of Work, dated July 11, 2008, as described in detail in Report to the City Council No. _____ and on file in the office of the City Clerk, is hereby approved.

BE IT FURTHER RESOLVED, that the above activity is categorically exempt from the California Environmental Quality Act pursuant to CEQA Guideline section 15306, because the activity is for purposes of information collection and other resource evaluation activities which do not result in a serious or major disturbance to an environmental resource.

APPROVED: MICHAEL J. AGUIRRE, City Attorney

By 
Frederick M. Ortlieb
Deputy City Attorney

FMO:mb
07/21/08
Aud.Cert:N/A
Or.Dept:Storm
R-2009-103

I hereby certify that the foregoing Resolution was passed by the Council of the City of Diego,
at its meeting of _____.

ELIZABETH S. MALAND, City Clerk

By _____
Deputy City Clerk

Approved: _____
(date)

JERRY SANDERS, Mayor

Vetoed: _____
(date)

JERRY SANDERS, Mayor